

Report of the Common Council Sidewalk Committee June 18, 2003

1. Committee Members and Staff

The members of the 2003 Council Sidewalk Committee (Committee) were appointed by Chris Gaal, President of the Council, and included:

David Sabbagh, District 5,
Mike Diekhoff, District 3,
Tim Mayer, At-Large,
Jeffrey Willsey, District 4 (until 2003), Chris Gaal, District 6 (until February, 2003), and
Dave Rollo, District 4.

The members were assisted by the staff of the following departments:

Council Office:

Dan Sherman, Council Administrator/Attorney; Rachel Atz, Council Assistant;

City Clerk's Office

Regina Moore, City Clerk

Public Works:

John Freeman, Director; Justin Wykoff, Manager of Engineering; and, Russell White, Engineering Technician; and Jeff Heerdink, Project Inspector

Planning:

Tricia Collingwood, Transportation Planner.

HAND:

Bob Woolford, Housing Coordinator

Parks and Recreation and Bicycle and Pedestrian Safety Commission:

Steve Cotter, Natural Resources Coordinator.

Schedule and Summary Meeting Topics

The Committee met on the following dates for the following purposes:

December 17, 2002 at 1:30 p.m. in the McCloskey Room - to:
discuss past and on-going Council Sidewalk projects and recommend shifting funds from East 2nd to the Ruby Lane project,
discuss the amount and use of Alternative Transportation Funds, and
discuss other recent, on-going, or imminent sidewalk projects.

January 14, 2003 at noon in the McCloskey Room - to discuss:
criteria for recommending projects - updated pedshed maps.

January 30, 2003 at noon in the McCloskey Room - to:
discuss possible projects.
Inquire about coordination between sidewalk and storm water projects with Jonathan Heald as well as discuss coordination with other improvement plans.

March 4, 2003 at noon in the McCloskey Room - to:
receive some estimates and discuss recommendations.

April 23, 2003 at noon in the McCloskey Room - to:
receive remaining estimates and discuss recommendations.

June 2, 2003 at noon in the McCloskey Room - to:
recommend funding for certain sidewalk projects,
authorize filing of report with Council on June 18th,
plan next season's schedule.

3. Highlights of Committee Deliberations and Actions:

a. Past and On-Going Council Sidewalk Committee Recommended Projects

The Council Office submitted a table of past expenditures (prepared with the help of the Public Works Department) and Justin Wykoff submitted a written report summarizing the progress on the recommendations made by the Committee in 2002 (which can be found with the initial Committee packet materials in the Council Office). At the first meeting, Justin Wykoff summarized the progress on 2002 projects, which are briefly noted below:

Near Southeast Sidewalk Initiative - (Ruby Lane) - \$59,547

Both staff and Engineering Department preferred installing the sidewalk on the south rather than the north side of Circle Drive/Ruby lane, which increased the costs to over \$125,000. Jonathan Heald has agreed to contribute storm water improvements within 150 feet east and west of the Nancy Street intersection. *Note: The Council shifted \$49,184 from the East 2nd Street project (see the next item) and the Greenways Committee allocated another \$39,000 in order to fund this project, which should be completed this summer.*

East Second Street from High to College Mall - Streetscape Design - \$49,184 - Shifted to Ruby Lane

Money had not been expended on this project. In order to fund a more immediate and pressing project, the Committee agreed to recommend that money for this project used for installing sidewalk on Ruby Lane. *Note: The Common Council adopted a motion to this effect on December 18, 2002.*

Jefferson Street (3rd to 10th) - Sidewalk and Stormwater Study - \$27,840

and

5th Street (East of Overhill to Union Street) - Sidewalk and Stormwater Study - \$28,832

Bledsoe Tapp & Riggert received the contracts for these two projects and had begun designs and surveys. The Engineering department and this firm will hold a neighborhood meeting regarding these improvements in early 2003. The numerous watersheds in this area will offer an opportunity to break these projects into at least four phases. (Note: because curbs and sidewalks redirect the flow of water, work on them must begin at the lowest point and proceed uphill.) Justin also intends to seek advice on these projects from the MPO - Citizens Advisory Committee and the Bicycle and Pedestrian Safety Commission.

East Allen Street (South Side from Lincoln to Henderson Street) - Sidewalk Design - \$7,400

Bledsoe Tapp & Riggert received the contract for this design work and began working with Donohue and Associates, which had been retained by the Stormwater Utility to perform a neighborhood Drainage Study for this area. Work on this project is on hold until completion of Donohue's study.

b. Funding for 2003 - Amount (\$175,000) and Proposed Portion for Sidewalks (\$160,000)

Dan Sherman reported that \$175,000 had been appropriated to the Alternative Transportation Fund for 2003. This money typically covers the cost of design, acquisition of right-of-way, and construction of sidewalks as well as the drainage work made necessary by the sidewalk improvements. It also is used for traffic calming projects. The Committee agreed to use approximately \$160,000 for sidewalk projects in 2003.

c. Other Recent, On-going, and Future Sidewalk Projects

The staff from the Engineering, Public Works, Planning, HAND and Parks and Recreation departments submitted written reports (which can be found with the initial Committee packet materials in the Council Office) and briefly mentioned recent, on-going and future pedestrian projects, which are highlighted below:

Justin Wykoff (Engineering and Public Works) mentioned:

East 3rd between Bloomingfoods Drive and Kingston where INDOT approved traffic signals at Pete Ellis and Clarizz, the City has purchased ROW on southside for sidepath, but the relocation of utilities has slowed the project),

North Dunn (between the SR 45/46 Bypass and Tamarack Trace - where the eminent domain proceedings must be completed before the sidepath can be installed), and Grimes Lane (between Woodlawn and Henderson - where work should be completed in 2003).

Tricia Collingwood mentioned the following Greenways projects and initiatives:
the Sidewalk Inventory Map (which will be updated in the spring because developers are installing sidewalks so quickly),
Pete Ellis Drive (where design has been completed and project will be bid out in December, 2002),
Monroe Street (between 14th and 17th - where construction of a sidepath should begin in 2003), and
Country Club from Walnut to Rogers (Phase I - where design is about half-completed and a pedestrian bridge over Clear Creek will be delivered in the Spring), and from Rogers to Rockport (Phase II - where design work will be bid-out soon).

Bob Woolford of the HAND department mentioned:
Helping with the Country Club project (through CDBG),
Interest in helping with North Monroe Street project,
Funding the Allen and Madison Street, Washington Street (south of 1st Street), and Maple Street (south of 3rd Street) projects through Neighborhood Improvement Grants and affordable housing funds, and
Sidewalk restoration projects on Washington and Maple streets

Steve Cotter submitted a written report of Parks and Recreation pedestrian projects that included the:
Completion of the Bryan Park Creek Trail and the Sherwood Oaks/Olcott Park connector trail (with bridge),
Design and imminent construction of the Clear Creek Trail and Miller Showers Park pathways (with an east/west connection at 19th Street), and
Possible future projects along the Jackson Creek Trail, at the Goat Ranch, connecting Broadview school to Thomson Park, connecting the Summit property with Winslow Park, and relating to the McDoel Switchyard.

Criteria for Recommendations

Background

The Committee has continually reviewed potential criteria for selecting sidewalk projects without formally adopting any. From the beginning, the Committee has used the funds to complete missing links on what were expected to be well-traveled pedestrian routes. In 1995, the Public Works Department offered the following list of priorities (which are part of a memo that was included with the initial Committee packet):
pedestrian safety (based upon conditions of the roadway - e.g. width, line-of-sight, etc.);
arterial and collector streets (due to traffic speed and volumes);
actual and probable pedestrian usage (e.g. pedestrian counts and proximity to pedestrian destinations; and
cost/feasibility of the project.

Pedshed and Sidewalk Inventory

Tricia Collingwood provided a copy of the most recent sidewalk inventory and "pedshed" map for the initial packet of committee materials. The sidewalk inventory is now part of our GIS database and is useful for identifying missing sidewalk linkages. The version given to the Committee reflected sidewalks that were installed or discovered by mid-2002.

The "pedshed" map was created with the help of the Bicycle and Pedestrian Safety Commission and first presented to the Committee in 2002. The map uses criteria and a weighting system created by the Commission in order to encircle areas in the city where citizens walk or are likely to walk if sidewalks were in place. It prioritizes these areas according to the following criteria:

- safety (as derived by street characteristics, traffic volumes, and accidents involving bicycles or pedestrians);
- accessibility and reducing impediments to walking (as indicated by missing links especially at high volume intersections);
- pedestrian destinations (e.g. schools, parks, shopping areas, and trails);
- incorporating two new destinations at the IU campus at the request of the Committee last year;
- connections to transit stops and stations; and
- high concentrations of rental units (again at the request of the Committee).

Members of the Committee asked whether the high concentrations of rental units accounted for single-family residences (no - this information came from a study of apartment complexes).

Cost of Sidewalk Projects/Relation to Other Funding

The Committee inquired into other factors in the decision to fund sidewalk projects which are not revealed by the Pedshed Map, including the overall cost of the project and the availability of other funding.

CBU coordination

In particular, the Committee met with Jonathan Heald to discuss the relationship between storm water and sidewalk projects. The following is a summary of staff conclusions from that discussion:

Necessary Relationship to Each Other - Curbs and sidewalks channel water and therefore, require gutters and storm water improvements to handle the water flow. In these cases, the storm water improvements must be installed first in order to protect properties downstream. Curbs and sidewalks and the other city utilities (water and waste water) are designed to be separate systems. But because they share the same right-of-way, it is often true that work on one necessitates work on the other.

Different Priorities - While the Council proposes sidewalk linkages based upon pedestrian usage and roadway factors, the CBU proposes storm water improvements based upon flooding and the mixing of storm and sanitary sewer water.

Different Costs - Because the curb and sidewalks channel pedestrians and storm water utilities channel water, the costs related to one does not predict the cost related to the other. In neighborhoods without sidewalks, for example, there are often unaddressed storm water problems that can dwarf the costs of sidewalks.

Attribution of Costs - The two departments allocate costs for projects, but did not discuss in detail how those matters are resolved.

Doing Both Improvements at the Same Time is Cheaper, Less Destructive, and Less Disruptive - When sidewalk and storm water projects can be done at the same time, it means the City can design and dig once and, therefore, do both for less money and less disruption to the public.

Different Schedules Impede Coordination - The planning, design, funding, and construction of sidewalk and utility projects are on different schedules, which impedes coordination. Sidewalks, for example, can be done in one season, while the full cycle for storm water projects can be 3-4 years. And, the order of installation usually begins with utilities in winter, followed by sidewalks in the spring, and road surfacing in the summer.

On-going Coordination - Despite these obstacles, Public Works and CBU share plans and projects on a regular basis. Public Works consults with CBU when estimating the cost of sidewalk projects and CBU has been able to accommodate this program as it does other customers of the utility.

CBU Neighborhood Projects - The storm water utility is a rather new rate based utility and has begun studying storm water infrastructure in about five neighborhoods. These are expensive, long term projects that would require funding through bonding and/or rate increases. They offer an opportunity for the installation of sidewalks. These neighborhoods include: Green Acres; Palmer, Grant, and Dunn south of Dodds; Southdowns and Sheridan from Ballantine to Bryan Park, and the Oxford and Arden area.

Other Funds for Sidewalks

The Committee discussed possible synergies with other funding sources. These included: Greenways;

CDBG funds (with a request for a map of its funding areas);

Other HAND projects;

Neighborhood sidewalk program (replace existing sidewalks with City providing the labor and the property owners paying for the materials);

Roadway improvements funded by federal, state, county, or city funds (e.g. West 1st Street from Walnut to Rogers involves many of these funding entities and sources); and

Property owners (particularly when the property is under development).

e. Soliciting Proposals

The Committee agreed to consider proposals from:
committee members,

other council members (who were solicited by e-mail for their suggestions), and, public (as previously received by the Council Office, committee members, and other city entities).

4. Projects Recommended as a Result of Discussion at January 30th, March 4th, April 23rd and June 2nd Meetings (Please see the attached Summary of Discussions for details)

Recommendations for Construction of Sidewalk Linkages

East 5th Street from Overhill to Deadend (Proposed by Mayer) -

\$52,597 contingent upon funding for storm water improvements.

East 10th Street - 350' west of Grandview (Proposed by Diekhoff)

\$43,976

South Walnut South of Country Club from Bank One to Hoosier Street (Proposed by Sabbagh)

\$63,427 (of a \$104,354 project. The Committee allocated all the remaining funds to this project, and discussed ways to lower the cost of it.)

5. Other Committee Actions at June 2nd Meeting - Report for Council - Schedule for 2004

Submit Report for Acceptance by the Common Council.

The Committee requested staff to prepare a report for submission to the Common Council on June 18th, 2003. The report would include a summary of the Committee deliberations and recommendations and acceptance by the Council would constitute approval of the recommendations.

b. Schedule for 2004 Sidewalks Will Begin in October of 2002

In order to take advantage of the winter lull in construction activity to design sidewalk projects, the Committee agreed to begin its deliberations in October of 2003 with the intention of making recommendations to the full Council by the end of the year.